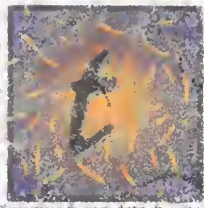




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# Recreation



Kit

BUREAU OF LAND MANAGEMENT

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### About This Tool Kit

This tool kit is designed to help you talk to others about the Recreation Program and what we are doing in BLM. The talking points are included for you in hard copy and in WordPerfect 5.1 on disk. Please feel free to interject local examples and issues into the speeches. We included camera ready overheads that can easily be xeroxed onto mylar. Unfortunately, it was cost prohibitive to do that for you. We also enclosed slides to depict the lands that BLM manages for recreation. Again, feel free to use slides that represent local recreation management issues.

Your state office will provide material for your State Update Plan and Resource List Tab.

**This is a tool kit for your use. Adapt it to your needs.**

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# Recreation 2000 Update

## EXECUTIVE SUMMARY

*Recreation 2000 Update* provides direction to guide the Bureau of Land Management (BLM) in recreation management under an ecosystem philosophy. This new strategy recognizes that each state, district, resource area, and landscape unit has its own unique attributes, and that the BLM can play a vital role as a recreation provider within each of these areas.

Rather than replacing *Recreation 2000: A Strategic Plan*, the Update focuses and sharpens implementation actions that BLM introduced in the 1989 strategy. It brings in many new ideas and new ways of accomplishing our recreation management goals. It provides direction aimed at working “smarter, not harder” rather than “doing more with less.” We can only accomplish our goals if we focus on the things that we do best.

Two significant elements of the Update include the concepts of market niche and collaborative partnerships. The Update also contains objectives and mission statements that serve to hone, not replace, original guidance set forth in *Recreation 2000: A Strategic Plan*. This Update will enable the agency to meet customer needs by more directly targeting allocation of limited fiscal and human resources.

### Objectives

- A vision establishing a clear image of BLM's recreation provider role
- A focus for Recreation 2000 policy, goals, and objectives

### Mission

Sustain healthy land and water resources while providing quality outdoor recreation services.

### Motto

Share the responsibility for stewardship of public lands and waterways with our partners and visitors and care for all aspects of healthy ecosystems, including our customers and quality of life in our communities.

### New Vision

People renewing their relationship with the land and respecting local cultures while enjoying quality recreation activities.

### Guiding Parameters

- Achieve sustainable healthy ecosystems
- Each BLM area will define its market niche within the overall BLM role
- Strive for quality

### Guiding Principles

- Provide quality public service
- Promote collaborative leadership and responsibility
- Improve the way we do business

The *Recreation 2000 Update* contains numerous examples of what BLM is already doing to implement these new ideas. We encourage you to read the Update and share your ideas for implementing the vision. Send comments to your local BLM manager, your state director, or the BLM director in Washington D.C. That address is:

Director, Bureau of Land Management, c/o Hal Hallett, 204 LS, 1849 C Street, N.W., Washington D.C. 20240-9998



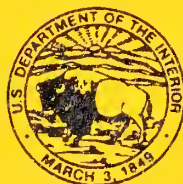


Recreation 2000  
Update



# Recreation 2000

U P D A T E





# *Recreation 2000: Update*

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# FOREWORD

This strategy is written for BLM employees and is an addendum to *Recreation 2000: A Strategic Plan* and the companion *National Implementation Plan*. The purpose of the *Update* is not to replace these documents, but to refocus and narrow the scope of implementation. The *Update* provides a vision to move us into the future. It is not a play for program specific funding, which was a primary goal of the original strategic plan.

Although the *Update* refocuses our emphasis for accomplishing Recreation 2000, the intent is not to “do more with less.” We want to concentrate on our core business strengths as defined by each local office. In other words, we are going to continue to improve public land recreation opportunities by doing what we do well.

The *Update* recognizes that each resource area contains its own unique attributes and has limited resources. It also recognizes that we can play a variety of roles as a recreation provider. In order to continue our success, we need to focus on our strengths among other recreation providers. We cannot, and should not, try to be all things to all people. Instead, we must aspire to be the best within our niche. Based on these premises, the *Update* provides strategic direction regarding where BLM should focus its attention in recreation management, and great latitude for field implementation.

In developing the *Update*, we called upon the expertise of numerous managers and staff from within BLM. We also involved a stakeholder’s team composed of recreation leaders from a broad spectrum. You will notice that much of the guidance is illustrated with examples of current implementation actions. These show that with present funding and resource limitations, we are already moving in the right direction. Your commitment to showing foresight and creativity will lead to even greater success. We thank you for your time and effort to improve public land recreation management.

# INTRODUCTION

## A. Background

BLM introduced the Recreation 2000 initiative in 1989, and produced a strategic plan which has guided public land recreation management. The strategy initiated a new way of thinking about BLM's recreation program by:

- reaffirming our traditional resource protection and enhancement role;
- strengthening our role in providing visitor services; and
- establishing our new role in building partnerships with other recreation and tourism providers.

BLM, along with many of our partners, embraced this strategy. During the first five years of implementation, we have been successful in moving BLM into the forefront of many aspects of recreation management. For example, BLM is now considered to be a leader in the areas of river management, mountain biking, and cave management. We have established a national role in enhancing opportunities for America's second most popular pastime, driving for pleasure, by developing the National Back Country Byways program. We stand out among agencies as being an open and innovative leader in the establishment of recreation partnerships.

Many changes are occurring that require us to reassess and update the implementation strategy for Recreation 2000. A major premise of the original implementation strategy was the continued growth of the BLM budget combined with adequate personnel and other resources. Changes taking place at all levels of government now make this premise unrealistic. Foremost, in the face of dramatic deficits and high levels of customer dissatisfaction, the federal government is taking a completely new look at the way it does business. We have decided to take this and other challenges head-on. We are providing an updated, realistic look at BLM's ability to provide quality recreation opportunities within fiscal constraints and organizational changes.

## B. A New Emphasis: The Forces Behind it

The following changes, factors, and assumptions have guided the development of the *Update*.

### 1. Flat budget outlook

While the Recreation 2000 initiative has resulted in considerable growth of federal funding and resources available for recreation management, there has been no recent growth. We are experiencing a \$50 million annual shortfall for Recreation 2000 implementation. The budget outlook projects little increase in funding in the foreseeable future.

### 2. The President's call for greater customer service

Presidential Executive Order #12862, dated September 11, 1993, entitled "Setting Customer Service Standards" requires all federal agencies to provide "customer service equal to the best in the business." Since most of our customers use public lands for recreation purposes, a major component of our customer service emphasis will be provided by recreation management activities.

### 3. Crisis in the parks at all levels

Recreation providers at all levels of government are experiencing funding shortfalls that are seriously impeding their ability to provide recreation opportunities to the public. This is complicated by a decaying infrastructure and diminished funds to provide for normal operations and maintenance. We must clarify our strengths and direction as a recreation provider, establish a clear role in working with other providers, and work together to be effective in delivering recreation opportunities and services.

### 4. BLM organizational changes

The President's National Performance Review and BLM organizational changes have led to the following assumptions:

- Decreasing Personnel — We must assume a reduction in the number of BLM employees available to implement Recreation 2000. Therefore, we must strengthen our efforts in partnerships, volunteers, and contracts.

- More Delegation of Authority to the Field Level — Working within existing regulations and authority, we must pursue changes in authority and process to improve the efficiency of service delivery, partnership development, and other aspects of Recreation 2000.
- Changing the Traditional Roles of Organizational Function — In order to move delegation of authority to the field level, higher levels of the BLM organization must move away from providing specific direction and oversight. The higher management levels should, instead, provide both guidance and a support role for field level decisions. *Recreation 2000 Update* is an example.
- Move Away From Program-Specific Budgeting — Field offices will be given funding to achieve healthy ecosystems. We will spend minimal time justifying and tracking program specific funding at the field level.
- Flatter Organization — This will require BLM to develop scarce skills and senior technical expertise at lower levels of the organization.

## 5. New sources of funding.

In the past, we have relied heavily on Congressional appropriations as the means for supporting recreation management efforts. We must now look outward for new sources of funding and resources to accomplish our mission.

### C. *Recreation 2000: Update* Objectives

- To provide a clear image of BLM's role as a recreation provider.
- To provide focus for the policy, goals, and objectives defined in *Recreation 2000: A Strategic Plan*.

## MISSION/MOTTO/VISION STATEMENT

### MISSION:

Sustain healthy land and water resources while providing quality outdoor recreation services.

### MOTTO:

Sharing and Caring

**Sharing** the responsibility for stewardship of public lands and waterways with our partners and visitors.

**Caring** for all aspects of healthy ecosystems including our customers and quality of life in our communities.

### VISION:

Our overall vision is "People renewing their relationships with the land and respecting local cultures while enjoying quality recreation activities." BLM aspires to be recognized as:

- A steward committed to safeguarding the ecological sustainability and providing quality outdoor recreation opportunities commensurate with the capability of the resource base in accommodating public needs.
- An innovator ensuring that present and future generations continue to enjoy recreational, economic, social, cultural, and aesthetic benefits from public lands.
- A leader in providing quality wildland recreation opportunities that encourages freedom with responsibility:  
**Freedom** to pursue unstructured recreation opportunities.  
**Responsibility** to use public lands wisely and to respect other visitors and local residents.
- An open partner in working with other providers to meet outdoor recreation needs across a much broader spectrum than is found within the role of BLM recreation management.



# GUIDING PARAMETERS

## A. Achieving Sustainable Healthy Ecosystems

Our commitment to managing healthy and sustainable ecosystems will change the way we do business. We are moving away from programmatic activity and towards team-oriented management. This change mandates greater collaborative efforts in both planning and management.

We will strive to meet the social and economic needs of present and future generations. Among other things, healthy ecosystems provide settings where present and future visitors have opportunities for high quality recreational experiences; local communities retain their cultural and economic health and integrity; and natural systems remain functional and healthy.

Recreational use serves as the link between an increasingly urban public and the natural environment. By recreating on public lands, the public can use, learn about, and benefit directly from them.

## B. BLM'S Role in the Recreation Niche Concept

BLM will emphasize resource-dependent recreation opportunities that typify the vast western landscapes. We must give the public the freedom to choose how to spend its leisure time on BLM-managed lands within the constraints of achieving healthy ecosystems, resolving conflict, and providing for public health and visitor safety.

Although we manage a wide range of activities and settings, BLM lands are noted for the undeveloped, wild nature of recreation opportunities. We must customize the management of each local area according to its own unique attributes.

While we focus on and emphasize resource-dependent opportunities, but we must also respond to demands for facility development where necessary. Most recreation-related development will be for protecting resource values and to serve as staging areas for resource-based use — not as visitor attractions in and of themselves.

In the next three to five years, we will further develop a “service line,” stressing partnership and low investment resource-dependent opportunities such as back country byways, watchable wildlife, multiple use trails, and waterways. We will pursue opportunities where we can become the best in the business. Elsewhere, we will have to guide use to other recreation providers, or limit activities to critical custodial management. Implicit in this is the fact that we may have to deny some proposals that are outside of our niche.

Through collaborative efforts, recreation providers must strive to provide a diversity of opportunities and make them available to all segments of the public. Each office must identify its niche within the framework of our national role. We will then concentrate on furnishing quality recreation opportunities in cooperation with other providers.

*Example: New Mexico's Roswell District contains thousands of caves, including Carlsbad Caverns National Park. In defining one of its primary recreation niches, the district decided to concentrate on providing “wild” cave opportunities. Visitors wishing a more structured cave visit are directed to Carlsbad Caverns. Within this region, a broad spectrum of customers are served by both BLM and the National Park Service, providing complementary opportunities.*

We recognize that changing recreation trends and technologies, and expanding visitor interests will lead to new demands. We must keep an open mind that many of these non-traditional uses may be appropriate for public lands. We can accommodate new recreation trends within the parameters of our recreation role, niche, and sound ecosystem management.

## C. A Quest for Quality

We will place continued emphasis on providing quality recreation opportunities. This emphasis includes the goal of attaining universal accessibility in recreation sites, facilities, and programs.

We will achieve the quality quest by

narrowing the scope and refocusing Recreation 2000. The effort will emphasize results, not process. The *Update* empowers field offices to apply those initiatives and programs of Recreation 2000 that best match your niche. Concentrate on providing quality recreation opportunities in your primary niche, before moving on to other efforts.

A general perception of Recreation 2000 implementation was that each office was to respond to each national initiative with programs and administrative designations. This would result in the necessary funding to manage these programs and designations. The direction of this *Update* is for you to implement only those initiatives that best match your niche. We will continue to pursue full implementation of Recreation 2000, including creative initiatives. Take advantage of the programs that will assist you in achieving the direction of this *Update*.

## GUIDING PRINCIPLES

We have adopted three guiding principles that will serve as the basis for planning and decision making.

### A. Guiding Principle # 1: Providing Quality Public Service

We will provide customer service that is equal to the best in the business for the national role and local niche that we fulfill. In cooperation with our partners, we will secure essential information about our recreation visitors. We will then provide these visitors with the information they need to select recreation opportunities that are right for them. We will try to “touch,” in a positive way, every visitor. This may be done by personal contact; contact through an outfitter, guide, or concessionaire permitted by BLM; or through information and interpretive materials made available to visitors prior to or during their visit. Most importantly, we will follow through in providing recreation opportunities that meet or exceed our visitors’ expectations.

The guidelines for improving service to our customers, are as follows.

### 1. Marketing recreation opportunities: a shared approach

Marketing is defined in many different ways, often leading to misunderstanding and confusion. For our purposes, we define marketing as a customer-oriented management approach that considers the strengths of BLM as a recreation provider, the capability of our lands, and the needs of our customers. It is not to be interpreted as “promotion”. Specifically:

- To determine the needs of potential customers, and select groups of customers, or “segments” whose needs we can successfully meet;
- To evaluate BLM’s best or most unique attributes among all providers;
- To develop recreation opportunities that meet the needs of specific customer segments;
- To target essential information to these customer segments so that they can make informed choices about our recreation opportunities; and
- To obtain feedback from our customers to determine if we are meeting their needs.

*Example: A study completed by the President’s Commission on American Outdoors determined that driving for pleasure was the second most popular recreation pastime among Americans. Public agencies were charged to accommodate these needs. BLM determined that we could best serve those seeking a backcountry driving experience. This led to the development of the National Back Country Byway program. Other providers (USFS, NPS, and state agencies) provide complementary programs for customers seeking experiences on main highway routes.*

We have outlined our national marketing focus by developing our recreation mission, vision, and role. At the field level, however, we must use these parameters along with other factors when considering our local marketing niche among resource-dependent recreation providers within a region.



We will continue to implement national initiatives such as the back country byways, mountain biking, and watchable wildlife programs. These programs are intended to meet the needs of specific customer segments that fit within BLM's national marketing focus. By implementing the efforts on a national basis, especially in cooperation with other providers, we can give them more visibility and better serve our customers.

*Example: BLM is a cooperator with numerous federal, state, and local agencies and private organizations in the Watchable Wildlife program. To date, almost 300 of the best viewing sites on BLM lands are included in the program. Binoculars serve as an easily identifiable symbol guiding visitors to all viewing sites, regardless of agency jurisdiction. Viewing guides have been developed for most western states, and are for sale at most bookstores, making the information easily accessible. Several states are incorporating viewing sites into their transportation maps. Overall, the program has reached a large segment of the population, increasing their awareness of the importance of habitat conservation and good viewing ethics. The benefits, both to our customers and the cooperating entities, far outweigh what could have been accomplished by an uncoordinated approach.*

The final determination must be made at the field office level as to whether a national marketing initiative fits into the niche developed for that area. We will strive for quality, not quantity, in implementing existing and future national initiatives. No field office should feel compelled to participate in an initiative if it does not fit their local niche.

We will work with enthusiasts, local communities, equipment manufacturers, and interest groups in examining options for new recreation opportunities. We will focus on accommodating only those opportunities that are compatible with our national role or local niche.

*Example: Responding to a rapid increase in demand for hang gliding, an activity new to the area, the Lakeview Oregon District*

*worked with local enthusiasts and the chamber of commerce to explore managing and marketing the area as a hang gliding destination. At the community's request, BLM moved forward to accommodate the activity and volunteers constructed a new launch site. Last year, the community hosted the U. S. Hang Gliding Association National Championship competition. Lakeview is now known as the "Hang Gliding Capitol of the West." The new activity has proven to be compatible with community and resource management protection goals. Hang gliding has had a positive impact on the area.*

## **2. Gathering recreation needs/demands information: A shared task**

Successful service providers, public agencies, and private businesses must clearly understand the needs of their customers. Without this information, they risk focusing attention on actions that meet their perception of customer needs. Often this is not the same as the actual customers' needs. In the private sector, companies who do not understand and meet customers' needs soon lose out to competitors. In government, with no marketing mechanisms in place, we may produce a product that does not meet our customers' needs. We must continually gauge our performance by obtaining customer feedback and following up with management changes. We have some mechanisms in place to obtain information on customer needs. We can, however, do much more.

*Example: In Colorado's Cañon City District, a visitor survey of commercially outfitted whitewater boaters produced some surprising results. Before the survey, managers assumed that whitewater boating was the major focus of their visit to the area. The results of the survey, however, indicated that for the majority of these visitors, boating was only one of numerous recreation activities that they pursued. The results of the survey have helped BLM and other recreation providers to direct more attention to the development of interpretive sites, wildlife viewing areas, trails, and other activities.*

Numerous public and private organizations conduct research on outdoor recreationists' wants and needs. We should work cooperatively with these organizations and seek new opportunities to share information and use existing sources such as:

- Outfitters, guides, concessionaires, and other public land permittees.
- State fish and game agencies. Frequently, hunting and fishing information is available for specific areas that gives a good overview of the numbers and characteristics of hunting and fishing enthusiasts.
- Market research information from national corporations such as L L Bean and Recreation Equipment Inc. (REI) and recreation industry trade associations. These organizations focus a great deal of effort on obtaining trend data, much of which is applicable to BLM customers.
- Local chambers of commerce or tourism regions. Often these organizations are open to incorporating BLM information requests into their data collection programs.
- State government visitor surveys in support of State Comprehensive Outdoor Recreation Planning (SCORP) efforts.
- University-sponsored research conducted in support of state travel and tourism programs, and for BLM and other agency recreation areas.

*Example: In Arizona, BLM worked with the USFS to complete a statewide analysis of existing and proposed visitor information systems and facilities. This study serves as the basis for both agencies to plan and cooperate on providing visitor information.*

*Note: A goal of the Vice President's National Performance Review is to give federal agencies greater flexibility in obtaining customer satisfaction information (i.e., delegating authority to agencies to approve surveys).*

### 3. Providing information to BLM recreation users: a shared process

BLM and other recreation providers face a big challenge in getting information to our customers. There are three key factors — quality, availability, and timing. Information programs must be tailored to specific areas and customer segments. For example, some locations are considered “destination areas” where visitors go to pursue an extended trip on public lands. Distributing advance materials to these customers ensures that they have the facts they need to make informed choices. They will also understand the conditions they must prepare for to safely enjoy the area. At other areas, visits are more spontaneous. For these customers, we must make quality information available locally. In both cases, the purpose is to provide information matching customer preferences with the recreation opportunities.

*Example: BLM participates in an interagency program in Southern Oregon's Lakeview District and Northern California's Susanville District to develop coordinated information guides for regional recreation attractions. These guides are distributed to local motels, restaurants, and other businesses frequented by area visitors so that they can learn about opportunities in the three county area.*

Traditionally, BLM has depended heavily on in-house brochures and other material to provide information and publicize opportunities. We need to reevaluate the effectiveness of these materials. In many cases, we could better serve our customers by redirecting our attention and limited funding towards partnership information materials.

We must also broaden our informational content. Most land management agencies, including BLM, focus attention on agency-specific information, which highlights only the opportunities available on their lands. We need to develop coordinated materials and programs so that visitors have easy access to information on all of the recreation opportunities and supporting hospitality services in an area. We have done a poor job of getting information to potential visitors;



particularly, alternative destinations for specific outdoor recreation activities. In the future we should strive to promote "one-stop shopping" for information.

*Example: An interpretive association sales outlet at the New Mexico State Office serves as a regional "one-stop shopping" source for outdoor recreation information. Maps, guidebooks, and other information media highlight all of the major New Mexico recreation providers. The office is adjacent to an interstate, offering very convenient access to visitors.*

The level of customer satisfaction is determined by matching a visitor's recreation needs to the opportunities available. If this "product-customer" fit is poor, the result is a dissatisfied customer. We need to get the information tailored to the customer, and at the proper time, so that they can decide whether or not the opportunity is right for them.

An equally important focus of our visitor information program will be devoted to interpretive and educational efforts. These efforts will promote responsible recreation use and an interest in public land stewardship. Using local and national interpretive programs such as "Tread Lightly" and "Leave No Trace" instills visitors with an interest, understanding, and respect for natural and cultural resources, and a courtesy towards others.

*Example: BLM, NPS, USFS, and National Outdoor Leadership School (NOLS) have implemented the Leave No Trace program to help back country users become better land stewards. The program teaches both ethics and practical back country use techniques such as minimum impact camping and land use practices. Various educational/communication techniques are used to reach a large number of these users. At the local level, the Kingman Arizona Resource Area brings the Leave No Trace Program into the school system with the "Impact Monster" skit. The skit demonstrates improper versus good land use ethics. The program is brought to Kindergarten - 5th grade classes fostering an ethical behavior among future public land users.*

We can improve the communication flow to prospective customers by:

- Working more closely with local chambers of commerce to provide complementary and complete information on attractions, services, and facilities on public lands and in neighboring communities.
- Utilizing existing trade magazines, catalogs, and other publications. These are more readily available to our customers than BLM publications.

*Examples: Farmers Insurance has published articles on BLM's Back Country Byways in several recent editions of their Friendly Exchange quarterly magazine.*

*Backpacker magazine has published special inserts on hiking and mountain biking opportunities on public lands.*

*Utah and Colorado feature BLM Back Country Byways in their state travel maps.*

*L. L. Bean will publish information on the Leave No Trace program in their Spring 1995 catalog.*

*Numerous field offices have incorporated public land information into local and regional travel guides.*

- Pursuing joint ventures with federal, state, and local agencies, tourism offices, and private organizations such as outfitters and guides.

*Example: BLM has been sharing a visitor information center in Moab, Utah, with the USFS, NPS, State Parks, local travel and tourism council, and private providers and operators.*

*The Professional Guide Institute in Idaho was created by a coalition of agencies, including BLM, and outfitter and guide organizations. The Institute identifies, enhances, and disseminates interpretive and educational information as part of the guiding service. This is a unique process for creating a greater sensitivity among guides and getting information to*

*visitors that enhances their experience and increases their sensitivity to the environment.*

- Using on-line computer services such as CompuServe, Prodigy, and the Internet to make information more readily available.

*Example: BLM information is already available to travel agents and others who subscribe to the computerized Outdoor Recreation Guide (ORG).*

- Providing information through visitor contact stations such as highway rest stop kiosks, chamber of commerce offices, and interactive computer information stations at airports and other high-traffic locations.
- Targeting information to specific groups of users and marketing specifically to them.

*Example: A survey of the hispanic users in the California Desert revealed that the best way to get information to them was through a local spanish speaking radio station.*

*Colorado's San Luis Resource Area discussed information needs with climbers using the Penitente Canyon rock climbing area. Through these informal contacts they learned that:*

- Climbers obtain information about the area through several national climbing magazines and local guidebooks. They would not be reached through BLM distributed publications.
- Many climbers come from outside the region and desire information on local services (motels, showers, food, etc.) to support their access to BLM lands. With this information in hand, BLM focused attention on placing user ethics and resource protection information in climbing publications. In addition, they worked with community chambers of commerce to include an area-wide listing of community services on an information board in the climbing area.

#### **4. Delivering quality service to public land visitors**

The President's Executive Order #12862 "Setting Customer Service Standards" challenges Federal Agencies to provide "Customer service equal to the best in the business". BLM must address this enormous challenge.

Author Steven Covey characterized the best service organizations as those that empower their employees to "make it right for the customer." When a customer has a special request, every effort is made to meet that request. At the bottom end of the customer service spectrum, an employee immediately quotes a rule or policy that prevents him/her from meeting the request.

Our role typically does not require us to provide the same level of personal on-site customer service as many private and other public recreation service providers. Many of our customers wish to pursue unstructured activities that can actually be diminished by on-site contacts. This does not lessen our responsibility to provide quality customer service. It just changes our delivery strategy.

We must tailor our services to our customers. This requires us to know who our customers are and what their needs and expectations may be. For example, a visitor seeking a primitive experience in the back country will not want the same services offered to visitors in intensive use areas.

We must work cooperatively with our partners to identify the services to be provided, train our personnel in the delivery of these services, and determine how they will be delivered.

*Example: The Dillon Resource Area developed a process for identifying the needs of prospective river visitors and evaluating whether or not these needs can best be met through private trips or commercial outfitter services.*

Where personal contact is made through either BLM staff or a BLM partner, each individual must be trained in appropriate service delivery.



*Example: The Super Host Program in Utah is sponsored by federal, state, and county governments that provide outdoor recreation services. Instructors from all agencies provide specialized training to public and private individuals who "touch" the visitors and could have an impact on the quality of their experience. A similar program is in place in Idaho.*

We will give equal emphasis to providing public land visitors with high quality distinctive recreation opportunities, while at the same time assuring that opportunities remain available for future generations.

*Examples: The Safford District in Arizona routinely monitors the condition of riparian areas and camp sites in the Aravaipa Canyon Wilderness. To ensure a quality recreation experience consistent with the wilderness designation, the district has implemented a permit system to limit the number of users at any one time. While BLM assumes principal management responsibilities, we work closely with adjacent landowners and grazing permittees so that their uses are compatible with the recreation opportunities provided in the area.*

*In Alaska's White Mountain National Recreation Area, BLM has developed a system of recreation cabins, providing for year-long use by hikers, floaters, snowmobilers, and dog drivers. These reserved fee sites are extremely popular and provide visitors with a challenging and primitive recreation experience.*

## 5. Providing service to a diverse public

Recreation visitors to public lands are changing to more closely reflect the demographic diversity within the United States.

BLM will respond to this diversity by:

- developing a professional work force that reflects the diversity of the public land user;
- understanding the unique requirements and preferences of various segments of public land visitors;

- including marketing strategies that accommodate a diverse public and encourage use by societal segments that are not currently recreating on public lands; and
- aggressively incorporating the principles of universal access in developing and managing our facilities, programs, and services. Meeting the intent of universal access in more primitive environments will take commitment and foresight, as few standards are available at this time to guide implementation. We will follow the framework of the Recreation Opportunity Spectrum and the guidance in *Universal Access for Outdoor Recreation, A Design Guide* in ensuring that we provide the maximum level of access compatible with our local recreation niche.

*Example: Two campgrounds were recently reconstructed in the King Range National Conservation Area to provide for universal access compatible with the sites' Roded-Natural ROS Class. A compacted surface of gravel/soil allows for wheelchair access to all campsites while retaining the rustic character of the area. Wooden edges along trails and large print/raised letter signs guide all visitors, including those with visual impairments. Visitors can access a variety of recreation opportunities from the sites, including those in an adjacent wilderness study area. By contrast to the reconstructed campgrounds, this wilderness area has a much higher challenge level and minimal visitor improvements commensurate with its primitive ROS class.*

## 6. Providing quality recreation facilities

Recreation facilities such as campgrounds, picnic areas, trails, and interpretive displays are an integral component of the resource-dependent use that occurs on public lands. The location, type, and quality of these facilities are major components of the experience for visitors to public lands. They are also essential to ensuring that the health of the land is sustained.



In maximizing the use of our limited construction and maintenance funding, we will meet the existing maintenance backlog before beginning new construction. This includes routine maintenance as well as upgrading or reconstructing existing facilities. The decision to fund existing facility upgrades relative to new construction will use the same criteria. We must determine that the facility serves the resource-dependent recreation opportunities found within BLM's local niche and national role as a recreation provider.

We should remove facilities that are either detrimental to the ecological health of an area or unnecessary for helping the visitor achieve the desired resource-based recreation opportunity. Other facilities that are accommodating opportunities outside our local niche as a recreation provider should be managed cooperatively or transferred to other providers.

*Example: In Colorado's Glenwood Springs Resource Area, the Anvil recreation site received moderate use during certain times of the year, while other sites were much more popular. Its remote location also made for high maintenance costs. The Resource Area determined that the area was best suited for dispersed use. The site was removed and funds were focused on much needed maintenance improvements at the other sites.*

We may need to construct new facilities to provide for the ecological health of the natural communities within an area, and to help achieve the desired recreation opportunities. The decision to construct new facilities must be made in collaboration with other providers and partners in the area. Every effort will be made to avoid competing with other private and public providers (e.g., private campground operators). As funding is available, we will refit existing facilities and construct all new facilities to provide universal access commensurate with the recreation opportunity objectives for the area.

*Example: In Arizona, BLM has jointly designed, constructed, and maintained the Black Canyon Trailhead. This award-winning architectural project incorporates a western theme with a low-*

*maintenance, vandal-resistant design.*

## **B. Guiding Principle # 2: Promoting collaborative leadership and shared responsibility**

We encourage partnerships, shared management responsibilities, and complementary management goals with other federal, state, and private land managers, local communities, and other interested parties. We work with all interested and affected parties to develop management strategies that provide for social and economic well-being and safeguard ecosystem health.

We accept the challenge to work jointly with other providers and delivery partners to increase our efficiency and productivity and to reduce costs. We cannot and should not attempt to act independently in the delivery of recreation opportunities. Our management of a discontinuous and scattered land pattern contributes to our need to work with partners. We must reach out to private and public organizations who can help to develop an efficient, effective, and sustainable recreation delivery system. This includes:

### **1. Expanding and strengthening partnerships**

In most instances, BLM cannot effectively provide recreation opportunities alone, because we are only one of the providers within a region. The funding and personnel constraints at all levels of government require all players to cooperatively provide coordinated and complementary recreation delivery systems.

*Example: The Eugene Oregon District cooperates with several federal, state, and local agencies, and the river guides association to operate boat landings along the McKenzie River. An agreement was established whereby BLM and the other organizations contribute to the Lane County Parks and Recreation Department so that they can provide maintenance for facilities along the river. This effort has been successful in achieving cost savings and reducing the duplication of maintenance services.*

While partnership agreements are often fairly easy to establish, putting the partnership to work on specific management activities can be much more difficult. Our challenge is to organize the work and sustain partnership interest. Since partnerships are so important in our recreation management scenarios, it is critical that we take advantage of every opportunity to develop and strengthen partnerships.

When establishing partnerships, we must strive to build shared ownership, commitment, and visions/goals among all participants. In recognizing the tremendous amount of effort involved in successful partnerships, we will strive to develop quality partnerships for priority areas and efforts, versus a quantity of partnerships that reduces our chance of being effective participants. The following are important guidelines for forming partnerships.

- Expand the role of partnerships in the management of public lands (Think Big!). Our transition to ecosystem management challenges us to further expand partnerships. Often, we have focused on partnerships that meet fairly narrow components of our management efforts. In the future, we will strive to develop partnerships that assemble a wider range of potential partners who can share resources to help manage defined landscape units. A single partnership that brings together all the major players involved in the delivery of recreation opportunities and supporting community services will provide more efficient use of scarce resources to meet the shared goals of the participants.
- We often assume that funding is the major contribution BLM must offer. With reduced federal budgets, this assumption is no longer realistic. We can offer equally important contributions to partnerships, foremost among them a very extensive land base. We can also offer a variety of skills and expertise.

*Example: In Arizona, BLM has led efforts on the Lake Havasu Fisheries Improvement Project, a long-term, \$30 million partnership, which will improve recreational fisheries opportunities, provide accessible fishing docks, and boost local economies. Although BLM's funding contribution is only a small percentage of the total project, we are taking the lead in moving the project forward.*

- We need to adopt a proactive stance and assume a leadership role where appropriate. Frequently, opportunities for effective partnerships are lost or diminished because no one will step forward and take the initiative to guide or facilitate the effort. We must act as the catalyst to bring together the affected parties and provide the vision and leadership for establishing effective partnerships.

*Example: Oregon's South Valley Resource Area manager took a leadership role in pulling together a diverse array of partners to acquire an abandoned railroad right-of-way for conversion into a trail corridor linking two communities. Building upon a shared vision of the initial partners, the effort gained momentum and now includes over thirty entities. Business organizations, federal, state, and local governments, and recreation organizations participate in the trail's planning, development and management. Backpacker Magazine recently featured this successful rail to trail conversion.*

- Successful development and implementation of broad-based partnerships will require an understanding of the necessary techniques, including administrative avenues, at the field office level. It is also helpful to involve an outside facilitator such as a local council of government grants coordinator. These agencies have a proven track record of identifying, organizing, and nurturing partnership opportunities between numerous agencies with different administrative procedures and management missions.



- Involve administrative personnel in the partnership team. Government procurement and other administrative procedures are often cited as the biggest obstacles to the formulation of partnerships. Therefore, administrative support is essential to successful implementation. By building an understanding and ownership of the partnership goals and needs among administrative personnel, they can work to capitalize on the capabilities of each agency, and accomplish more than they could individually.
- Develop a greater awareness of business practices. For the most part, we have a basic understanding of private partners (outfitters, concessionaires, etc.) needs to make a reasonable profit from their permitted operations. We must carry this a step further, however, and build a better knowledge of business practices in order to develop more effective partnerships with these important customer service providers.
- Provide a mechanism to periodically evaluate partnerships and terminate those that do not meet the priorities of the participants.

## 2. Sharing in tourism partnerships for sustainable recreation opportunities

Partnerships are integral to managing tourism as a sustainable means of improving local economies. Neither public land recreation managing agencies nor tourism industry entrepreneurs can independently ensure the sustained management of quality tourism programs. Without development of coordinated goals and programs, the effort to manage for tourism becomes disjointed with often conflicting management actions. As a result, the visitors' experiences may be poor ones, the resources that attract visitors to the area damaged, or the local community's quality of life diminished.

Tourism partnerships provide the framework for obtaining consensus across a broad spectrum of community interests,

agency goals, and visitor needs. In developing these partnerships, we must understand the impacts of recreation use (both positive and negative) on the core values of local residents, as well as the consequent impacts on the nature and availability of recreation opportunities within affected rural communities and associated public lands.

The tourism management approach that we need to pursue differs substantially from the more traditional methods of recreation and tourism planning and management. Land management agencies have typically developed planning goals as the resource "experts," often involving interested publics to identify issues specific to public lands. However, the surrounding communities provide integral components of the public land recreation experience. These include transportation, lodging, food, and other services.

In much the same way, the tourism industry often implements promotional efforts with limited input from land managers. A major focus is to entice additional visitors to enjoy the area, with limited consideration given to the impacts of increased or improper uses on public land recreation areas.

We must aggressively pursue partnerships that encompass both recreation and tourism issues, an expanded geographic perspective, and a fresh approach engaging all recreation/tourism providers.

Successful integration of tourism partnerships into BLM programs will require a considerable amount of education and understanding. For example, BLM has traditionally thought of tourists as international and other destination travelers. Overall, we have viewed tourists as making up a small percentage of our total recreation visitation. In contrast, most travel and tourism agencies work with a much broader definition. The California Department of Tourism classifies most leisure/business travelers, including "extended day trip" travelers as tourists. Furthermore, the state is developing specific marketing efforts to attract these tourists into rural regions with public land recreation attractions. Using this definition, most travelers to BLM lands in California

are tourists. Similar definitions are used by travel and tourism agencies in their promotional efforts throughout the West.

The tourism industry in many western states is dependent on maintaining sustainable public land recreation opportunities, or “attractions” to be a viable long-term industry. We need to expand our understanding of each other, and work together to develop a marketing approach that ensures quality and sustainable opportunities.

*Example: The Rawlins Wyoming District recreation planner and public affairs specialist sit on the Carbon County Tourism Committee. The committee provides a forum for discussing issues regarding community tourism goals and public land recreation management. The community visitor center now incorporates user ethics materials into its visitor information packets.*

### **3. Sharing management responsibilities for developed sites and other areas of special recreation importance**

We should actively seek opportunities to share the management of certain sites and areas for many reasons. While funding shortages may be the primary factor driving this effort, it may not be the most important.

There are many situations where joint management of developed sites is not only possible, but also very desirable. BLM manages many developed sites near communities. These neighboring communities are often the primary benefactors; either because local residents are the principal users, or the visitors coming to the area have a positive economic influence on the community.

Frequently, these sites receive the most vandalism and have the most law enforcement problems. Getting the community involved contributes to greater pride and ownership, reduces BLM facility operating and maintenance costs, reduces vandalism, provides better service to the visitor, and increases protection of the resources.

*Example: The Arkansas Headwaters Recreation Area is a unique partnership between BLM and the Colorado Division of Parks and Outdoor Recreation (DPOR). Along this 150-mile segment of the Arkansas River, DPOR and BLM share the expertise and costs for facility development, land acquisition, visitor services, and other aspects of recreation management. While BLM and DPOR are the principal partners, 14 other governmental entities, including all of the communities along the river corridor, participated in the development of the management plan. Each community has seen the benefits of the recreation area, and is funding the development and management of local riverfront greenways that complement the corridor management plan.*

### **4. Planning, developing, and operating major capital investment projects**

Proposals are constantly being advanced, requiring major capital investments and annual operation costs. These projects usually have merit and constituencies providing strong support for their development. Most of these involve visitor centers and associated facilities.

This presents a dilemma for BLM because the design and construction costs of these projects far exceed the potential for funding appropriations. Many times, the operations costs for one facility could consume the total maintenance and operations budget for an entire district or state. Thus, there are very real trade-offs involved in reduced funding to other, possibly more beneficial, recreation opportunities on the public lands. Yet, many capital-intensive proposals have merit and should receive consideration.

We need to consider the following factors when supporting and approving major capital investment projects.

- The existence of a strong and functional long-term recreation/ tourism partnership.
- Shared commitment by state and local government, other federal recreation providers, and private organizations and interest groups to



provide funding and operational support over the life of the project.

- Self-supporting projects, using fee collections and other revenue strategies.

The guidelines listed above do not preclude BLM from assuming full responsibility for constructing and operating major capital investment projects. Projects where we are the sole owner and operator will be considered based on needs and benefits.

### C. Guiding Principle #3: Improving the way we do business

BLM is entering a new era in public land management that calls for a new kind of leadership where we:

- Clearly and consistently convey the message that we are committed to providing diverse quality recreational opportunities on public lands.
- Vigorously reach out to our recreation partners to ensure an efficient and effective delivery system to meet the needs of our customers.
- Aggressively conduct outreach programs to inform our constituencies on the role and capabilities of BLM to provide quality recreation opportunities.
- Boldly build and sustain an ownership spirit in outside constituencies to maintain public support for BLM's management activities.
- Aggressively seek ways to supplement funding and personnel shortfalls through partnerships with other public and private entities.
- Actively work with our external and internal customers to streamline our rules, regulations, and paperwork associated with providing quality recreation opportunities on public lands.

- Aggressively educate the public land visitor about proper land use ethics and enhancing healthy ecosystems.

The following are guidelines for improving the way we do business.

#### 1. Leadership/ownership/outreach.

- We must lead by example. Managers at all levels must take a proactive role and lead the "charge." Public understanding of BLM's commitment to effective recreation resource management begins with the importance of recreation to our top managers. The same leadership role must take place internally. Managers must recognize the value of the recreation resources and associated partnerships, empower employees by reducing administrative barriers, and remove impediments for implementation.

*Examples: The proactive stance of the Area Manager in the San Juan Resource Area, Colorado, in promoting mountain biking seminars and following up with on-the-ground demonstration tours, left little doubt in the minds of internal and external publics that she is committed to providing quality recreation opportunities.*

*The District Manager in Utah's Richfield District has taken a proactive role in recreation leadership by serving as a member of the Statewide Recreation Task Force which deals with ongoing recreation problems and concerns.*

- Act as a catalyst to bring partners together to promote integrated management programs that will build ownership and commitment. Continue to conduct such activities as dedication ceremonies and field tours to promote effective partnerships.

*Examples: The "Partners Afloat/Partners Astride" field tour in the Cottonwood Resource Area in Idaho is an outstanding example of building ownership and commitment. The field tour brings all the federal and state agencies, outfitters and guides, and other users together in a*



nonthreatening environment (river float trip) to develop a framework for providing quality recreation opportunities and protecting the environment. Partners spend several days river rafting to gain an understanding of each others problems and issues.

Arizona's Yuma District has begun its first interdisciplinary planning efforts with initial emphasis on recreation and wilderness activity planning. Planning for the La Posita Plain offered an opportunity to combine the programs of a community, several federal agencies, and the state of Arizona to consider ways that each entity can complement each other through coordinated planning efforts.

- Seek and identify "champions" and empower them with the means and authority to perform specialized assignments. This may become increasingly important as BLM moves towards a "flatter" organization where there are fewer people to provide leadership.

*Example: A New Mexico State Office staff specialist, who has a strong background in the social sciences, while serving in the California State office was the "champion" leading a social research program that has Bureauwide implications on the needs of our recreation customers.*

- Seek-out and empower "master performers" — those people who are recognized experts and have unique skills and abilities.

*Example: A recreation technician and "master performer" in California's Clearlake Resource Area is recognized nationally as having special skills in Off Highway Vehicle (OHV) trail development. He has provided consultant services at locations in California, Oregon, and West Virginia. He has conducted seminars throughout the West in cooperation with the Motorcycle Industry Council.*

- Provide regular and continuous opportunities for all BLM personnel,

including those who are directly or indirectly involved in the delivery of recreation opportunities, to learn about the latest trends, techniques, and skills.

*Example: The Bennet Hill Resource Area, Shoshone District, sent all of their "front-line" personnel (those who regularly work directly with the public) to the Idaho Hospitality Training Course sponsored by the Idaho Department of Commerce. They acquired skills and techniques to provide quality customer service for recreation visitors to the public lands.*

- Implement an award system for innovative managers and specialists who are willing to take the lead and assume the necessary risks to get the job done. This is important for stimulating creativity and effectiveness within BLM. The message to the public is that we are committed to providing quality recreation opportunities.
- Create opportunities to work with traditional users and convey the message of shared use of public lands. Encourage users to work cooperatively to facilitate responsible recreational use of public lands.

## 2. Dealing with funding and personnel shortfalls.

BLM must aggressively seek ways to supplement our funding and staffing base.

- We must pursue potential funding options at the national level by:
  - Encouraging legislation to authorize the sale of a "National Public Lands Pass," a program which could operate similar to state fishing and hunting license programs. In such a program, the pass-holders would have recreational access to public lands. The fees would be returned to BLM for recreation management purposes.
  - Promoting the development of a national foundation enabling BLM to access corporate and other

funding sources.

- Exploring the potential of using lease/purchase arrangements similar to those used for administrative facilities for recreation capital improvement projects such as visitor centers.
- Obtaining corporate donations such as the Back Country Byway sponsorship.
- Promoting the change of Golden Eagle Pass restrictions to permit its application to BLM areas and allow a portion of the fees to be returned to BLM.
- Encouraging the OMB and Congress to authorize the return of all recreation fees to the public lands.

- Establishing a more aggressive program at the state level to access funding available through federal, state, and private sources. This requires specialized knowledge and skills which can be obtained through recruitment or training.

*Example: In Arizona, a recreation staff specialist knowledgeable about private, state, and federal funding sources available within the state, has been assigned to facilitate partnerships and grants by matching alternative funding opportunities with planned, but unfunded projects. In FY 1994, over \$500,000 has been secured as a result of these efforts.*

- Exploring options for increasing the return of fees at fee sites. We will make it our policy to return fees as much as possible to the area of origin. This will show commitment to our customers that their dollars are being reinvested into operations, maintenance, and improvements.

*Example: Under a cooperative arrangement for the management of the Arkansas Headwaters Recreation Area, the Colorado Division of Parks and Recreation is collecting user fees and returning them to the area for visitor services and facility development.*

*charges an application fee for Rio Chama non-commercial boating permits. Fees are used to offset administrative costs and to provide additional visitor services.*

- Collecting fees from people obtaining recreation and other BLM information through Ticketron or other sources.
- Making better use of cost sharing opportunities.

*Example: In Montana the BLM has provided \$200,000 in Challenge Cost Share funding during the past 3 years. This has resulted in contributions in excess of this amount from partners for a variety of projects.*

- Exploring options for securing traditional users such as livestock operators, lumber companies, and mining companies to support specific projects such as interpretive displays.

*Example: Lumber companies provided funding for interpretive Back Country Byway exhibits along the Rogue River corridor in the Medford Oregon District.*

- Exploring opportunities to create career bridges for seasonal employees and volunteers. Our seasonal and temporary work force, combined with volunteer interns, provide the backbone of our visitor services and other on-the-ground accomplishments. With a trend toward reductions in the federal work force, it is not likely that many of these quality employees will obtain permanent positions within BLM. We must provide a broadened work experience and training and exchange opportunities that will equip these individuals to be competitive for positions with other private and public recreation providers. Temporary employees successfully placed in non-BLM positions can become a valuable asset by serving as our ambassadors in facilitating partnerships.

*The Taos Resource Area in New Mexico*



## SUMMARY

The *Recreation 2000: Update* provides the vision and guidance for continued implementation of the policy, goals, and objectives of *Recreation 2000: A Strategic Plan* within the ecosystem management/budget framework. It serves as the foundation for recreation aspects of the Strategic Budget Delivery (SBD) and Preliminary Annual Work Planning (PAWP) processes.

This document provides the renewed direction to assist us in moving forward into the future. By design, it does not provide an action plan different from the *Recreation 2000: Implementation Plan*. The intent is to implement those aspects of *Recreation 2000* that best fit each office's needs in providing quality recreation opportunities.

## IMPLEMENTATION GUIDELINES

The focus for implementation is placed on achieving the following:

- providing quality recreation opportunities, and
- maintaining healthy and sustainable ecosystems.

This may only be achieved within a much larger framework of established natural, cultural, social, economic, and aesthetic systems goals. Some examples that can be used to lead us towards these ends are:

- Share the vision outlined in *Recreation 2000: Update* with all BLM employees. The vision will only become a reality if everyone understands it and is committed to achieving it.
- Share the vision with our partners. One of the major themes of the Update is that we can not achieve the objectives alone. We must carry this message to our recreation partners and bring them into a collaborative relationship.

- Identify priority areas that have special recreation value. Special areas are a starting point, and should not be a constraining factor. The capability of the resources to sustain recreation use and ecological considerations should be the controlling factors. This is a preliminary step towards applying the parameters and guidelines in the *Update* to a specific piece of real estate; recognizing that ultimately landscapes will be selected from an ecosystem management perspective.
- Identify potential partners that have an interest in providing or delivering recreation opportunities within priority landscapes.
- Identify BLM niches for the priority landscapes. This will allow us to test the "focusing" concept of the *Update* and see where BLM fits into overall delivery system for recreation opportunities within a specific landscape.
- Complete marketing plans, in cooperation with partners, that move targeted visitor and resource management programs toward the desired niche. This will provide an experience base from which we can proceed with real collaborative marketing plans for our priority landscapes.
- Look for opportunities to share resources that meet our visitor services and resource protection objectives. This includes opportunities to share information, management responsibility, capital investment, maintenance and upkeep, data collection, visitor contact, etc. It also includes existing developed sites and areas and capital improvement proposals.
- Evaluate existing partnerships and look for opportunities to expand and strengthen them. Review and determine if it is necessary to terminate partnerships, allowing funds and personnel to focus efforts on BLM niches.



- Share the experiences you have in implementing the principles and goals of the *Update* within BLM and with your partners. Through this effort we can begin building an effective implementation program.
- Develop implementation strategies based the experiences gained through the initial efforts listed above. The implementation goals are to be formulated at the field level and communicated upward to provide the basis for state and national strategies.
- Develop and implement a reward system for managers and specialists who demonstrate they have caught the vision of the *Recreation 2000: Update* and have effectively put it into action to achieve the defined outcomes.
- Continue to streamline processes for approving visitor surveys and publications, minimizing information requests, and provisions for FTE relief for temporary and seasonal employees.

# Recreation 2000 Update Teams

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**Talking Points/  
Internal Audience**





## Talking Points for Internal Audiences

### *Recreation 2000 Update*

*Recreation 2000 Update* provides direction to guide the Bureau of Land Management (BLM) in recreation management under an ecosystem philosophy. This new strategy recognizes that each state, district, resource area, and landscape unit has its own unique attributes, and that the Bureau can play a vital role as a recreation provider within each of these areas.

A basic premise of the Update was that the original *Recreation 2000* was good strategy; it just needed to focus on the principles of ecosystem and quality management. The original strategy and implementation plan identified all of BLM's needs, but the priorities it identified were not clear enough to differentiate between them in times of declining budgets, such as we have now. Here's how the Update effort worked to sharpen our focus.

#### Methodology

#### Overhead

BLM assembled three groups under the direction of former Colorado State Director, Bob Moore: an Internal BLM Overview Team, an External Stakeholder Team, and a BLM Update Team to assemble the final product. The Overview Team consisted of six BLM field managers and recreation professionals. This team made a first cut at issues to be addressed by the Stakeholder Team. The External Stakeholder Team was asked to address those issues through a facilitated process.





The Stakeholder Team included 12 recreation user and interest group representatives, other agencies, and one representative each from the academic community and from a professional society. Stakeholder team appointees ranged from Derrick Crandall with the American Recreation Coalition to Bobbie Gallup, Executive Director for the National Association of Interpretation, and Ken Jones, Deputy Director for California State Parks. A draft Update narrative was then reviewed by the External group and sent out for internal review. Comments were used by BLM's Update Team to prepare the final draft.

### Content

Two significant elements of the Update included the concepts of market niche and collaborative partnerships. The Update contains a mission; a motto; a vision statement; two objectives; three guiding parameters; and three guiding principles.

How different are these new objectives and mission statements from the originals? Rather than being fundamentally different, the Update's objectives, mission, and guiding parameters deal more with questions of approach, rather than the actual character of what BLM recreation will be in the future. But let's review, for a moment, the original strategy.



## Recreation 2000: A Strategic Plan

Overhead

Recreation 2000: A Strategic Plan was first issued by BLM in 1989. It was within the context of improving cooperative relations with local communities and other partners that BLM identified the need for a recreation strategy. The preface to *Recreation 2000* acknowledges that recreation is an important part of the economic base of the nation. The Director of BLM acknowledged that investments in outdoor recreation on public lands can accommodate future growth in visitation without limiting other compatible uses and at lower management costs than other alternatives. BLM undertook this effort with an awareness of the importance of and to encourage the greater involvement of its public partners in decisions affecting recreation on the public lands.

The original strategic plan moved BLM a quantum leap forward in expanding the agency's vision for leisure use of public lands. The plan contained 14 individual policy statements on:

Diversity, resource dependency, resource monitoring and protection, visitor services, partnerships, maintenance, construction, planning, use limits and allocation, special recreation permits, fees for the use of the public lands, land ownership and access adjustments, tourism, and professional development.

*Recreation 2000's* vision is embodied in nine major challenges. While the original plan presented these in no particular order, we have grouped them under three categories to help illustrate the nature of the policy shift embodied in *Recreation 2000*.





The first category, RESOURCE ENHANCEMENTS, *reaffirmed* the agency's efforts in monitoring and protection (maintaining the health of the land), the issuance of recreation permit use authorizations, and Land ownership and access adjustment. These were and continue to be BLM's traditionally strong roles in recreation management.

Until *Recreation 2000*, visitor services on public lands were, at best, very meager. While FLPMA mandated that BLM provide basic recreation services, and field offices labored hard to deliver them, it was not until the release of *Recreation 2000* that the agency's leadership was committed to secure the substantial funding needed to support these efforts.

The second category, VISITOR SERVICES, *strengthened* BLM's efforts to provide significant visitor information and interpretation, support facility development and maintenance, and to strengthen support for volunteers.

The greatest change, however, came from three challenges that were new to BLM in 1989. The third category, TOURISM PARTNERSHIPS, *established* new roles for BLM in working on tourism programs, partnerships, and marketing. Although we had cooperated with other providers in the past, most of these efforts were interagency agreements. Few of them reached beyond other natural resource agencies to involve local governments and communities and the recreation-tourism industry.



What is even more significant about these three challenge groups is the relationship that has developed among them as we have implemented *Recreation 2000*. We discovered that we can get the "greatest bang for the buck" by working through collaborative recreation-tourism partnerships with local communities, private recreation-tourism providers, and other land managers. One set of challenges (i.e., tourism partnerships) helps us meet the other two establishing the critical balance between protection & maintenance (i.e., resource enhancements) and promotion & development (i.e., visitor services).

That brings us back to our reasons for developing the Update. The Bureau of Land Management recreation budget continues to be very small, only two percent of the total agency budget. It is also quite small relative to other federal natural resource agencies. In terms of total employees, BLM has about 11,000 fulltime and seasonal employees, compared to 35,000 for the USDA Forest Service. Beginning in 1992, recreation funding leveled off in the hope of contributing to control the federal deficit. While the vision reflected in *Recreation 2000* remains on target, the workloads identified in a follow-up implementation plan--and in state-specific step-down plans--does not. BLM has discovered that both the national and statewide implementation plans are far too ambitious for available funding and, now with significant reductions in the federal work force, for available staffing. For these reasons BLM identified a need to update the original *Recreation 2000: A Strategic Plan*.





## Recreation 2000 Update

The two *objectives* for the *Recreation 2000 Update* are:

1. A vision establishing a clear image of BLM's recreation provider role:

*This role is that BLM will emphasize resource-dependent recreation opportunities that typify the vast western landscapes. Where necessary, we will respond to demands for facility development but only to support resource based use, not as visitor attractions in and of themselves.*

2. A Focus for *Recreation 2000's* policy, goals, and objectives

Overhead

### **II. Mission:**

Sustain healthy land and water resources while providing quality outdoor recreation services

### **III. Motto:**

Overhead

**Sharing** the responsibility for stewardship of public lands and waterways with our partners and visitors

**Caring** for all aspects of healthy ecosystems including our customers and quality of life in our communities



#### *IV. Vision:*

Overhead

"People renewing their relationship with the land and respecting local cultures while enjoying quality recreation activities."

#### *V. Guiding Parameters:*

Overhead

##### A. Achieve Sustainable Healthy Ecosystems

- Local communities retain their culture, economic health and integrity, and natural systems remain functional and healthy.

##### B. Each BLM Area Defines its Market Niche within the Overall BLM Role

- Within the BLM role of providing resource-dependent recreation typifying vast western landscapes, each BLM office will identify its own market niche [or niches]. The difference between "role" and "niche" is that the first is a statement of policy; the second is a market concept that is developed from analyzing product distinctions and the position of those products within regional and local markets.

How will this be done? By working collaboratively with your local communities and their governments, with private-sector recreation-tourism providers, and with other land managers. By collaborating with all of your recreation-tourism providers, you will be able to develop a vision statement for your common future, determine the desired distinctive character quality of each management area, and decide your place within the market.





### C. Strive for Quality

Focus more narrowly - on outcomes rather than processes. Implement only those initiatives that best match your niche. Don't overextend limited fiscal and personnel resources on programs outside of your niche.

## VI. Guiding Principles:

Overhead

### A. #1: Providing Quality Public Service

We will provide customer service that is equal to the "best in the business". We will follow through in providing recreation opportunities that meet or exceed visitor expectations. We will do this by:

- 1 • Sharing with our service partners in Marketing Recreation Opportunities*
- 2 • Sharing with our service partners in Gathering Information on Recreation Needs/Demands*
- 3 • Sharing with our service partners in Providing Visitor Information*
- 4 • Delivering with our service partners Quality Service to Visitors*
- 5 • Serving Diverse Publics*
- 6 • Providing Quality Facilities*

### B. #2: Promoting Collaborative Leadership & Shared Responsibility

Overhead

BLM plays a key role in stimulating collaborative recreation-tourism community partnerships. We must serve as a catalyst to bring together key representatives from Local Communities--including Local Governments,



private-sector recreation tourism organizations and service providers, and other land managers. Through a partnership decision making process, each of these key providers must see itself as being jointly responsible for helping determine the sustainability of a quality future for each community (meaning community in the broadest sense).

In these partnerships, the contribution of the large BLM Public Lands base is often undervalued. BLM Public Lands are at one and the same time a key recreation-tourism attraction for visitors making them their primary destination AND a significant aesthetic and amenity backdrop for those choosing to visit many rural communities in the West.

We can promote collaborative leadership and shared responsibility by:

- 1 • Expanding and Strengthening Partnerships*
- 2 • Sharing in Tourism Partnerships for Sustainability*
- 3 • Sharing Management Responsibility for Developed Sites*
- 4 • Only Planning, Developing, and Operating Major Capital Investments  
where there is strong, functional long-term partnership*

C. #3: Improving the Way We Do Business

Overhead

- 1 • Leadership/Ownership/Outreach--*

We can improve the way we do business if managers at all levels will take a proactive role and lead the "charge". We can act as a catalyst to bring partners together to promote integrated management programs that build ownership. We

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also need to seek and identify "champions" and empower them to perform specialized assignments. Likewise, we need to find and empower "master performers" - those people who are recognized experts and have unique skills and abilities. In return, we need to implement an award system for these innovative managers and specialists.

## 2 • Accommodating Funding & Personnel Shortfalls

We need to aggressively seek ways to supplement our funding and staffing base. A few ideas include encouraging legislation to authorize the sale of a "National Public Lands Pass", encourage the development of a national foundation, obtain corporate donations, encourage the Office of Management and Budget (OMB) and Congress to authorize the return of all recreation fees collected to the public lands, and explore opportunities to create career "bridges" for seasonal employees and volunteers. You can probably think of many more creative ideas.



We need to focus on implementation by recalling that our goal is to provide quality recreation opportunities and maintain healthy and sustainable ecosystems. We can start by:

- Sharing the *Recreation 2000* Vision with All Employees
- Sharing the *Recreation 2000* Vision with our Partners
- Identifying Priority Landscapes Having Special Recreation Value
- Identifying Potential Partners to Provide Recreation Opportunities Within these Priority Landscapes
- Identifying the Market Niche for Priority Landscapes
- Completing Marketing Plans to Match our Opportunities with Recreationists needs and Expectations Collaboratively with Other Providing Partners
- Looking for Opportunities to Share Fiscal, Human, and Land Resources
- Evaluating, Strengthening, and Expanding Existing Partnerships
- Sharing Experiences Implementing the *Update's* Goals and Objectives Internally and Externally
- Developing Implementation Strategies specific to our area
- Developing and Implementing a Reward System for Those Who Have Caught the *Update's* Vision
- Continuing to Streamline Approval Processes for Questionnaires and Publications



In many areas, BLM is already doing much of what the new *Recreation 2000 Update* directs. The greatest value of the Update document will be to help the agency embrace a national paradigm shift in recreation management. Webster's defines "paradigm" as:

*a pattern, example, or model*

This shift in the pattern or model for thinking about recreation management has at least three components:

- 1st: **Managing for Value-Added Outputs:** It is no longer enough to manage recreation inputs. Previously, BLM's recreation efforts focused a good deal of energy into specific kinds of recreation inputs without ever asking whether anyone benefitted from them. Consequently, our primary focus will expand beyond dealing with "nuts-and-bolts" issues like obtaining special designations, building the right kinds of trails and recreation facilities, building a better brochure, and other forms of activity-based management. Instead, we are shifting to manage for desired outcomes in the form of beneficial experiences and benefits to individuals, communities, local and regional economies, society as a whole and benefits to the environment.





2nd:     **Managing Collaboratively:** If we are going to manage to add value to people's lives--not only our visitors but the lives of local communities, we will need to do it collaboratively. We must engage all recreation-tourism providers within each community to decide what we all want for our shared future. This means recognizing that no one provider is a sole-source provider of leisure benefits. Every visitor who comes into our community, and every resident of the rural communities where we work, is profoundly affected by the actions of all recreation/tourism providers. It only makes good sense to work together; and this process requires that two essential conditions be met for each initiative.

The first,...           is that we establish a balanced recreation-tourism partnership that representatively engages all key providing sectors.

The second,...        is that this partnership begin its collaborative effort by developing a vision for the community(ies)' future, and then--and only then--begin to begin developing management objectives for recreation products and services that will meet that vision--*before* we begin marketing any products.

None of this is easy. For example, at one of the first visioning meetings held for a project that involved several communities and land managers, one of our BLM Area Managers indicated his uneasiness with this new way of doing business; he said: "I haven't felt this way since I sold the family farm!"



3rd: **Managing for Sustainability:** All of this leads to the ultimate issue of sustainability. In the past, too many efforts of the recreation/tourism providers have been focused on short-term results. Recreation-tourism products were identified without having any consensus about the desirability of those products. And in most cases, no effort has been made to assemble any kind of cooperative management strategy to ensure the coordinated delivery of those products. Worse yet, product definition is too often poorly defined and, over time, the "success" of these efforts ends up destroying the very thing which not only community residents, but visitors as well, considered most distinctive. We are just now beginning to recognize the interdependency of bio-physical systems on the Public Lands and of socio-cultural systems within local communities. We must begin managing to ensure the sustainability of both.

Overhead

*"Done right, adventure travel [recreation and] tourism can promote a community's sense of identity, maintain or strengthen its economy, improve residents' quality of life, and increase the satisfaction of its visitors and guests. Done wrong, it can split communities, foster social ills, destroy its distinctive market niche, and discourage its customers."*

*From "Recreation-Tourism Partnerships for Sustainable Adventure Travel," Bruns, Richardson, and Sullivan. From The Fifth International Symposium on Society and Resource Management, Fort Collins, June 9, 1994--Adapted from Rural Development Tourism Case Studies Video, Minnesota Extension Service, University of Minnesota, 1993*

*The Recreation 2000 Update* contains numerous examples of what BLM is already doing to implement these new ideas. We encourage you to read the Update and share your ideas for implementing the vision with us.









## Talking Points for External Audiences

### *Recreation 2000 Update*

I would like to begin today by telling you about the Bureau of Land Management, an agency within the Department of the Interior. We are the public stewards for one eighth of all land in the United States.

The 270 million acres of BLM public land offer some of the most spectacular scenery, magnificent wildlife, important historic sites, significant archaeological artifacts, and challenging recreation opportunities found anywhere in the world. These lands offer the public great opportunities to escape from their urban environment. BLM public lands currently accommodate over 64 million recreation visits annually. Our recreation planners, rangers, and information specialists are a few of the employees behind the scenes that help make those visits as enjoyable as possible.

These public lands provide a variety of opportunities for recreation including:

- ♦ exploring desert mountain ranges
- ♦ hiking red slickrock canyons
- ♦ rafting whitewater rivers
- ♦ discovering backcountry trails
- ♦ photographing alpine tundra
- ♦ riding arid sand dunes



- ♦ camping in evergreen forests
- ♦ mountain biking
- ♦ experiencing lush cactus deserts
- ♦ horseback riding along ocean cliffs
- ♦ savoring Arctic plains
- ♦ appreciating prehistoric rock art
- ♦ climbing lofty peaks
- ♦ viewing migratory herds of antelope on the great plains and
- ♦ discovering mysterious caves.

BLM's recreation resource statistics are staggering:

- nearly 1,700 developed recreation sites
- 6,000 miles of named trails
- 9,000 miles of floatable rivers
- 166,000 miles of fishable streams
- 4 million acres of lakes and reservoirs
- 63 designated National Back Country Byways in 11 States
- 300 Watchable Wildlife viewing sites
- over 60 designated Wilderness Areas
- 32 National Wild and Scenic Rivers
- 1 National Recreation Area
- and 8 National Conservation Areas.





## Changes In The West

Demographic, social, economic, and technologic changes point to a greater reliance on the public lands to accommodate new demands for recreation. BLM lands are in 8 of the 10 fastest growing states. Since 1970, there have been dramatic population shifts to the West and Southwest. And BLM is changing the way it does business to reflect the changing nature of the West.

The publication, "Blueprint For The Future," describes the BLM's five major goals.

These goals are to:

- ◆ 1. Maintain healthy ecosystems;
- ◆ 2. Serve current and future customers;
- ◆ 3. Promote collaborative leadership;
- ◆ 4. Improve business practices; and,
- ◆ 5. Improve human resource management practices.

Ecosystem management is a style of land management that will enable us to achieve our priority - maintaining and restoring the health of the land. Restoring the health of the land means achieving higher water tables, better fishing, cleaner water, more song birds, less soil erosion, and converting seldom used roads to hiking trails.



Ecosystem management is the application of common sense to common problems for the common good. A key feature of ecosystem management is broad participation by the public. People are a major component of, and influence upon ecosystems.

BLM is also changing to provide more and better recreational opportunities for the changing, diverse recreating public.

### **BLM and Recreation 2000**

BLM is clarifying and documenting its niche as a national recreation provider.

We recently went through an exercise to fine tune and update our strategic plan, Recreation 2000.

A variety of recreation specialists and managers from across the BLM, along with representatives from other agencies, private industry, non-profit groups, and academia were involved in the process.

The mission of the BLM recreation strategy is "to sustain healthy land and water resources while providing quality outdoor recreation services."





Our motto is "Sharing and Caring!" **Sharing** responsibility for managing public lands with our partners and **Caring** for public land resources.

Our vision is "People renewing their relationships with the land and respecting local cultures while enjoying quality recreation activities."

In order to achieve this, our resource areas will be identifying the recreation opportunities that they can best provide in a quality way, rather than trying to do everything in a mediocre way. For instance, New Mexico's Roswell Resource Area manages numerous backcountry caves. They will work on providing some of the nation's best wild recreation cave opportunities before focusing on other initiatives.

We will continue to give the public **freedom** to pursue unstructured recreation opportunities and the **responsibility** to use public lands wisely and respect other visitors and local residents.

This is done within the constraints of achieving healthy ecosystems.

We will emphasize meeting existing maintenance projects before beginning new construction.



We will continue to resolve user conflict and provide for public health and visitor safety.

We will strive to provide customer service that is the best in the country.

Our strategy for the next 3 to 5 years involves developing a "service line" stressing partnerships and low investment resource dependent opportunities such as back country byways, watchable wildlife, multiple use trails, and waterways.

### **BLM and Partnerships**

For the recreation outdoor industry to grow and prosper, we must all broaden the spectrum for those who participate and assume leadership roles in the industry. Partnerships at all levels of government, community, and industry will enable us to effectively service our customers and provide recreation opportunities to meet their needs and desires.

Currently, over 1,500 outfitters, guides, and other recreation providers operate on public lands. Outfitters not only provide customer services like interpreting natural resources and safe and enjoyable experiences but also pay over \$600,000 in fees each year, which are returned to the area where collected. We look forward to strengthening these relationships in the coming years.



Establishing partnership agreements on paper is fairly easy. Accomplishing what we set out to do, can be much more difficult.

*Example:* The manager in Oregon's South Valley Resource Area pulled together a diverse array of partners to acquire an abandoned railroad right-of-way for conversion into a trail corridor linking two communities. Building upon a shared vision, the effort gained momentum and now includes over 30 participating entities. Business organizations, federal, state, and local governments, and recreation organizations continue to participate in the trail's planning, development, and management. This successful rail to trail conversion was recently featured in Backpacker Magazine.

We must learn to be better listeners and respond to our customer's needs. In 1995, we conducted national customer surveys to find out how we're doing. Based on what we learn, we will take action in 1996 to improve service.

BLM also initiated a review of all national level partnerships in 1995. The review will identify those that are successful in meeting the goals of the agreement, those that need to be revised, and in some instances those that should be terminated because they do not meet the mutual management priorities of the partners.





An example of what we have already learned from you:

A study completed by the President's Commission on Americans Outdoors determined that driving for pleasure was the second most popular recreation pastime among Americans. Public agencies were charged to enhance and accommodate this need. The BLM determined that we could best serve those seeking a backcountry driving experience. We developed the National Backcountry Byway System.

Other cooperators, Forest Service, National Park Service, and individual States, provide complementary programs targeted toward customers seeking experiences on main highway routes.

This partnership also involves major automobile manufacturers promoting a stewardship message - "Tread Lightly on Public and Private Land!" Another aspect of this partnership includes the "Toyota Guide to America's Best Off Highway - Family Adventures" booklet. The booklet provides wonderful information about driving the back country, where to go, how to get there, and who to contact.



Our back country byways material has received wide exposure and promotion. A Subaru/Isuzu dealership in Wichita, Kansas, requests copies of our Back Country Byways packages every six months. A Sales representative sent a letter thanking our Public Affairs Office and wrote, "Many of my customers who buy four-wheel-drive vehicles are interested in the outdoors and are unaware of the many opportunities your bureau provides." He ends his letter, "I have had great success providing these materials and showing people how to use their four-wheel-drive vehicles responsibly."

An equally important focus of our visitor information program will be devoted to interpretive and educational efforts. These efforts will encourage responsible recreation use and an interest in public land stewardship.

Complementing the "Tread Lightly" program is the "Leave No Trace" program. This program is supported by BLM, other federal agencies, and the outdoor industry. Numerous BLM field offices have incorporated public lands information into local and regional travel guides.

At the local level, Arizona's Kingman Resource Area brings the Leave No Trace program into the school for kindergarten through 5th grade students. They developed an "Impact Monster" skit which demonstrates improper versus good land use ethics for future public land users.





The annual celebration of National Trails Day offers incredible opportunities for working with partners throughout the United States. The goal of National Trails Day is to establish a nationwide network of trails and greenways within 15 minutes of most American homes. Trails are important because they portray diversity: diversity of issues, diversity of the people who use them, and diversity of place and fellowship experienced by each person.

The greatest contribution the BLM can offer any partner is its enormous land base and limitless capacity for creating and implementing partnerships. Many of our resource areas have already found that they can do twice as much by sharing management responsibilities for developed sites and other areas of special recreation importance.

You have an open invitation to join the BLM in protecting and promoting America's public lands.

They are your backyard!

Excellence can be attained if you care more than others think is wise, risk more than others think is safe, dream more than others think is practical, expect more than others think is possible.

Thank you.







## **Team Leader**

**Bob Moore, former Colorado State Director, BLM**

## **BLM Overview Team**

**Six BLM Field Managers and  
Recreational Professionals**





# **Stakeholders Team**

**American Recreation Coalition**

**American Wildlands**

**Outdoor Recreation Coalition of America**

**USDA Forest Service**

**America Outdoors**

**International Snowmobile Industry Association**

**National Association of Interpretation**

**Western Entrepreneurial Network**

**California State Parks**

**Old Dominion University**

**American Motorcyclist Association**



# **Recreation 2000**

## **Policy Statements**

- |  |   |
|--|---|
| 1. DIVERSITY                           | 9. USE LIMITS & ALLOCATION                |
| 2. RESOURCE DEPENDENCY                 | 10. SPECIAL RECREATION PERMITS            |
| 3. RESOURCE MONITORING<br>& PROTECTION | 11. FEES FOR USE OF THE<br>PUBLIC LANDS   |
| 4. VISITOR SERVICES                    | 12. LAND OWNERSHIP &<br>ACCESS ADJUSTMENT |
| 5. PARTNERSHIPS                        | 13. TOURISM                               |
| 6. MAINTENANCE                         | 14. PROFESSIONAL<br>DEVELOPMENT           |
| 7. CONSTRUCTION                        |   |
| 8. PLANNING                            |   |





# **Recreation 2000 Update**

## **Objectives**

- 1. A Vision Establishing a Clear Image of BLM's Recreation Provider Role**
- 2. Focus for Recreation 2000's Policy, Goals, and Objectives**



# **Recreation 2000 Update**

## **Mission**

**Sustain Healthy Land and Water  
Resources while Providing Quality  
Outdoor Recreation Services**



# **Recreation 2000 Update**

## **Motto**

- **Sharing the responsibility for stewardship of public lands and waterways with our partners and visitors**
- **Caring for all aspects of healthy ecosystems including our customers and quality of life in our communities**





# **Recreation 2000 Update**

## **Vision**

**“People renewing their relationship  
with the land and respecting local  
cultures while enjoying quality  
recreation activities”**



# **Recreation 2000 Update**

## **Guiding Parameters**

### **A. Achieve Sustainable Healthy Ecosystems**

- Local communities retain their cultural and economic health and integrity, and natural systems

### **B. Each BLM Office Defines its Market Niche**

- Within the BLM role of providing resource-dependent recreation typifying vast Western landscapes, each BLM office will identify its own market niche (or niches)

### **C. Strive for Quality**

- Focus more narrowly and on outcomes rather than processes



# **Recreation 2000 Update**

## **Guiding Principles**

### **#1: Promoting Quality Public Service**

- Sharing in Marketing Recreation Opportunities
- Sharing in Gathering Information on Recreation Needs/Demands
- Sharing in Providing Visitor Information
- Delivering Quality Service to Visitors
- Serving Diverse Publics
- Providing Quality Facilities





## **#2: Promoting Collaborative Leadership & Responsibility**

- Expanding and Strengthening Partnerships
- Sharing in Tourism Partnerships for Sustainability
- Sharing Responsibilities for Developed Sites
- Planning, Developing, and Operating Major Capital Investments



### **#3: Improving the Way We Do Business**

- Reaching & Empowering Partnership Leaders with Ownership
- Accommodating Funding & Personnel Shortfalls



# **Implementation Guidelines**

- Share the Recreation 2000 Vision with All Employees
- Share the Recreation 2000 Vision with our Partners
- Identify Priority Landscapes Having Special Recreation Value
- Identify Potential Partners to Provide Recreation Opportunities Within these Priority Landscapes
- Identify the Market Niche for Priority Landscapes
- Complete Marketing Plans Collaboratively with Other Providing Partners





## **Implementation Guidelines** *(Continued)*

- Look for Opportunities to Share Fiscal, Human, and Land Resources
- Evaluate, Strengthen, and Expand Existing Partnerships
- Share Experiences Implementing the Update's Goals and Objectives Internally and Externally
- Develop Implementation Strategies
- Develop and Implement a Reward System for Those Who Have Caught the Update's Vision
- Continue to Streamline Approval Processes for Questionnaires and Publications



# Prognosis for the Future

One of the greatest values of the update document will be to help BLM agency embrace a national paradigm shift in recreation management. Webster's defines "paradigm" as:

*a pattern, example, or model*

This shift in the pattern or model for thinking about recreation has at least three components:

- 1st: Managing for Value-Added Outputs
- 2nd: Managing Collaboratively
- 3rd: Managing for Sustainability



**“Done right, adventure travel (recreation and) tourism can promote a community’s sense of identity, maintain or strengthen its economy, improve residents’ quality of life, and increase the satisfaction of its visitors and guests. Done wrong, it can split communities, foster social ills, destroy its distinctive market niche, and discourage its customers.”**













## National Resource List

1947

1948

1949

1950

1951

1952

1953

1954

1955

## National BLM Publications

10/95

*The following list of publications was compiled by the Washington Office Public Affairs staff. Most of the publications are available by calling their office at 202-208-5717. The publications that list a "P" number are also available through the BLM National Forms Center in Denver. Another contact is your state office public affairs.*

### **Renewable, Recreational, & Cultural Resources:**

- ◆ "1993 Recreation, A Year In Review"
- ◆ "A Guide To Ultimate Wildlife Watching"
- ◆ "Adventures in the Past" (Heritage Education) **P-314**
- ◆ "Annual Report of Accomplishments, FY 1992- Recreation, Wilderness, Cultural Resources"
- ◆ "Annual Report of Accomplishments, FY 1992- Riparian and Fish & Wildlife" **P-357**
- ◆ "Back Country Byways" **P-276B**
- ◆ "Backcountry Hikeways and Bikeways" (Backpackers Supplement) **P-336**
- ◆ "Bats - Masters of the Night Sky" (BLM and USDA Forest Service)
- ◆ "Better Boater Bathrooms: A Sourcebook for River Managers" (American River Management Society)
- ◆ "BLM Wilderness Investing in Nature's Legacy" **P-276D**
- ◆ "Bring Back The Natives: Restoring The Pieces Of Our National Heritage" (BLM, USDA Forest Service, National Fish and Wildlife Foundation) "Celebrating Wildflower Calendar"
- ◆ "Celebrating Wildflowers" (Poster)
- ◆ "Celebrating Wildflowers"
- ◆ "Cycle of the Salmon" (BLM & USDA Forest Service)
- ◆ "Diversity Works" (BLM & Outdoor Recreation Coalition of America)
- ◆ "Ecosystem Management"
- ◆ "Enraptured By Raptors" (Poster)
- ◆ "Federal Recreation Passport Program" (BLM, USDA Forest Service, National Park Service, U.S. Fish and Wildlife Service, Bureau of Reclamation, Army Corps of Engineers) **P-333**
- ◆ "Fiscal Year 1994 Annual Report of Accomplishments of the Riparian-Wetland Initiative for the 1990's"
- ◆ "Fish & America's Wild Heritage: Hunting & Fishing" (BLM & USDA Forest Service)
- ◆ "Fish & Wildlife 2000: A Plan for the Future" **P-274**
- ◆ "Fish & Wildlife 2000: Watchable Wildlife Strategy Plan" **P-334**
- ◆ "Forests, Our Growing Legacy"
- ◆ "Grazing in Wilderness Areas"
- ◆ "In the Meantime ... Protecting Your Wilderness Study Areas"
- ◆ "Leave No Trace!" (Stewardship of Resources BLM, USDA Forest Service, National Park Service,
- ◆ "Long-Term Camping on Public Lands" (Arizona and California)
- ◆ "National Recreation Guide"
- ◆ "Recreation 2000 Update"
- ◆ "Recreational Fisheries Policy" (BLM & USDA Forest Service)
- ◆ "Rediscovering America-Back Country Byways" (Farmers Insurance Group Friendly,Exchange Supplement) **P-292 & P-292A**
- ◆ "Right Rider Ethics Series"
- ◆ "So You'd Like to Adopt a Wild Horse or Burro" **P-144**



## **Renewable, Recreational, & Cultural Resources continued:**

- ◆ "Watchable Wildlife" (Poster) **P-356**
- ◆ "Wilderness 30th Anniversary" (Poster)
- ◆ "Wilderness Book Marks"
- ◆ "Wonderful Ways" (National Recreation Trails)

## **General:**

Bureau of Land Management" (Folder) Inserts on:

- "America's Treasures - Rivers and Streams on the Public Lands"
- "Cultural Resources on the Public Lands " **P-276E**
- "Energy & Mineral Resources on Public Lands" **P-273A**
- "Fire and the BLM"
- "Fish & Wildlife Resources on the Public Lands"
- "National Back Country Byways"
- "Protection & Management of Riparian-Wetland Areas" **P-276H**
- "Wilderness Resources on the Public Lands"
- "Winging Into the Future" (Nongame Migratory Birds) **P-276G**
- ◆ "Are There Any Public Lands For Sale?" **P-130**
- ◆ "BLM, Managing Land Information Technology"
- ◆ "BLM Pledge Card"
- ◆ "Blueprint for the Future"
- ◆ "Desert Land Entries"
- ◆ "Fire Management in the Bureau of Land Management" **P-230**
- ◆ "Hazardous Waste, The Public Lands, and Your Safety"
- ◆ "It Could Happen to You: How to Protect Your Home" (BLM & USDA Forest Service)
- ◆ "Make a Difference in America's Public Lands" (Flyer on Volunteer Program)
- ◆ "Managing The Nation's Public Land-FY 1993"
- ◆ "Obtaining a Right-of-Way on Public Lands" **P-374**
- ◆ "Opportunity and Challenge" (The Story of BLM) **P-267**
- ◆ "Our Commitment to Customer Service"
- ◆ "Protecting Public Land Resources" (Law Enforcement Flyer) **P-237**
- ◆ "Public Land Statistics-FY 1993"
- ◆ "Public Land Statistics- FY 1992" **P-108-2**
- ◆ "Public Lands, Field Offices and Administrative Jurisdictions" (Small Map of BLM Jurisdictions in the West)
- ◆ "Public Rewards From Public Lands"
- ◆ "U.S. Ranger Careers in BLM" (Law Enforcement Flyer) **P-361**
- ◆ "Visitor Safety on Public Lands" (Pamphlet) **P-326**

## **Energy & Mineral Resources:**

- ◆ "Federal Onshore Oil and Gas Leasing System"
- ◆ "Federal Coal Management Report -1993"
- ◆ "Federal Coal Management Report- 1992"
- ◆ "How to Get Sand, Gravel or Other Common Stone" **P-340**
- ◆ "Mineral Revenues: The 1991 Report on Receipts from Federal and Indian Lands" (Published by Minerals Management Service, but contains production and royalty information on leasable minerals managed by BLM)
- ◆ "Mining Claims and Sites on Public Domain Lands" **P-048**

1. "Mining Coal and Gas"  
- 1967, by B.W.  
2. "The Coal Industry"  
3. "The Coal Industry"  
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Speeches & Writings

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